

**Annual Report of the  
Congressional Research Service  
of the Library of Congress  
for Fiscal Year 1998**

**to the  
Joint Committee on the Library  
United States Congress**

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Section 321  
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## **I. SERVICE TO THE CONGRESS**

The Congressional Research Service is a unique research and information resource for Members and committees of the Congress, equipped and available to provide assistance through all stages of the legislative process. CRS works exclusively for the Congress to provide nonpartisan, timely, objective, accurate, and confidential responses to congressional requests for research, analysis, and information on the full range of public policy issues. The Service offers the Congress a combination of expertise, a strong interdisciplinary environment, ready access to a wealth of data and sources, and the information technology to generate and deliver the timely responses needed by a modern Congress. With these service attributes, CRS is able to accommodate a great number and range of congressional requests each year — more than 560,000 in fiscal year 1998 — in response to the legislative, oversight, and representational needs of the congressional community.

Throughout the year CRS provided products and services for the Congress that ranged from expert technical analysis on key issues for individual Members or committees to background information for distribution to all Members. Services included in-depth analytical reports, confidential memoranda written in response to specific questions, issue briefs that track legislative action or rapidly moving issues or events, policy research and legal analysis, personal and telephone briefings, and seminars on public policy issues as well as legislative procedures and the federal budget process.

### **THE CRS PURSUIT OF COST-EFFECTIVE SERVICE**

Because CRS is a legislative branch agency, changes in the Congress affect the Service and its method and mode of response. FY1998 was therefore not only a busy year for CRS, it was a year shaped by efforts to enhance technologies, formats, and availability of products and services in order to better serve the needs of the Congress for rapid transmittal of analysis and information in readily accessible forms. The Service also began planning to enable more efficient responsiveness to congressional requests, expanded its outreach programs, and renewed efforts to improve research products.

During FY1998 the office of every Member received analysis and reference services from CRS. Services were provided to every full and joint committee of the House and Senate and 96 percent of all subcommittees.

The CRS goal is to enable Members of Congress and staff to address the issues before them effectively and efficiently with the support of a pooled resource of available experts who consistently and reliably provide the research and information they need. The Service works hard to maintain its tradition of keeping Members informed and at the same time strives to offer the Congress a cost-effective resource. CRS provides this analysis, research, and information support as an extension of, or supplement to, the Member's own office staff. In recent years of budgetary constraints, the Service has taken measures to make maximum use of its resources and strengthen, to the extent possible, the support it offers to the Congress.



Some examples of CRS legislative support in FY1998 illustrate the breadth and range of assistance offered to the Congress. Highlights from the past year include support on issues such as banking and finance, biomedical research and applications, campaign finance reform, clean air, congressional organization and operations, elementary and secondary education reform, food and agriculture, foreign policy and defense, impeachment, patient protection, and taxation.

The Service continually works to serve congressional needs expeditiously and deliver services in innovative forms that are most useful. Illustrations of this are the CRS interdisciplinary team responses to legislative requests on particularly complex issues such as year 2000 concerns, technology to serve the Congress better and faster, direct fax and e-mail delivery to congressional offices of the Legislative Alert (products and services focusing on issues on the legislative agenda) to assist Members in preparing for floor action each week.

## **INDICATORS OF CRS PERFORMANCE AND PRODUCTIVITY**

Of the 560,000 responses provided to the Congress in FY1998, more than 129,000 were requests for analysis, information, and services; almost 50,000 requests for products and for cited material; 111,000 visits to CRS reference centers for direct service or self-service; 11,000 participants in CRS seminars and professional development events; and 259,000 client uses of electronic services.

The number of CRS electronic services (259,159) reflects a 53 percent increase from the same number of electronic services in FY1997 (169,000) and an almost 300 percent increase in the same services in the last two years. Electronic services include number of usages of the main Home Page on the CRS Web site, SCORPIO, Fax-on-Demand, and the StatsLine.

Custom products and services included 2,400 custom, confidential memoranda; 3,000 in-person briefings and consultations; almost 48,000 responses by telephone; and almost 76,000 requests for selected materials, database searches, and translations. (See the following table.)

CRS staff prepared 1,090 new products for general congressional use. These included 987 new reports, 49 new issue briefs, 14 new info packs, and 40 new audio briefs and video programs. In response to specific requests of Members and committees of the Congress, approximately 695,000 copies of CRS numbered products were distributed throughout the year.

More than 68 percent of total requests and services were provided immediately. These immediate services by definition include Reference Center direct requests; self-service, Product Distribution Center walk-in requests; and client use of CRS automated services. The CRS Web site and Fax-on-Demand service allow CRS issue briefs and selected CRS reports to be accessible 24 hours a day by the Congress. During FY1998 approximately 251,000 CRS products were distributed electronically to the Congress.



**Table 1. CRS Products and Services for Congress, FY1998**

Products and Services	Total
<b>Total Completed Requests and Services Provided</b>	560,423
Analysis, information, and research requests <sup>a</sup>	129,397
Cited material and CRS product requests	49,710
Reference Center direct requests and self-service	111,015
Seminar, institute, and training participants	11,142
Client use of CRS electronic services <sup>b</sup>	259,159
<b>Custom Products and Services</b>	
Custom writings prepared	2,376
In-person briefings and consultations completed (number of participations by CRS staff)	3,014
Responses primarily by telephone	47,741
Selected materials, database searches, and translations	75,987
<b>General (Non-custom) Products and Services</b>	
Products prepared	1,090
Titles available (year end)	6,005
Copies distributed <sup>c</sup>	695,000
New entries placed in CRS information systems <sup>d</sup>	67,186
Seminars, institutes, training (number of events)	334
<b>Congressional Offices Served by CRS (Percentage of Total)</b>	
Members	100%
Committees	100%

Source: ISIS and other CRS data.

a. "Analysis, information and research requests" data include some requests that are not identified in "Custom Products and Services," and vice versa.

b. Client use of CRS electronic services includes product service through Fax-on-Demand, calls to the CRS StatsLine, access to SCORPIO, and client access to the main Home Page of the CRS Web site.

c. Data include 198,125 copies of CRS reports and issue briefs within the 61,646 info packs distributed.

d. New entries include citations added to Public Policy Literature (PPLT) File and items added to the CRS Main Files.

## II. FY1998 HIGHLIGHTS IN LEGISLATIVE SUPPORT

Throughout the year CRS received congressional requests for analysis, research, and information on myriad topics on the legislative agenda. The inquiries addressed social and economic policy; law and government; foreign affairs and defense policy; and science, technology, and natural resources. The nature of the request and the complexity of the issue often required an interdisciplinary approach when congressional concerns warranted input from more than one subject area. Depending on the type of request and the desired speed of reply, responses ranged from tailored responses, including confidential memoranda and individual staff briefings and consultations, to telephone replies and prepared products such as reports issue briefs, info packs, and congressional distribution memoranda, and from online information, including electronic access to products and services, to reference and information support and public policy seminars or institutes.

### SOCIAL AND ECONOMIC POLICY

The Service received requests from Member offices and committees for assistance on a wide spectrum of social and economic policy issues, including the following:

*Banking and Finance.* CRS economists addressed numerous banking and finance concerns as the Congress considered a major overhaul of laws delineating the legal operations of banking, securities, and commerce. Part of this work entailed updating the Congress on the Glass-Steagall Act, regulatory restructuring, and the Community Reinvestment Act. Analysts explored the implications of bank-operated subsidiaries versus bank-holding companies and the potential role of functional regulation in protecting small investors. Economists studied the behavior of mutual fund fees, the relationship between increased bankruptcies and credit card debt, and the rationale for lifting the ban on agricultural trade options. They prepared explanations of proposed living expense allowances for chapter 13 debtors, credit union membership issues, and proposals for further securities litigation reform.

*Economic Conditions.* CRS quarterly seminars on the economy tracked and interpreted the several indices of economic performance. Economists explored the relationship between the trade deficit and the budget position of the federal government, explained the core rate of inflation, and examined trends in income distribution, the reliability of inflation forecasts, and claims of a new economic paradigm.

*Elementary and Secondary Education Reform.* During FY1998 the House and Senate approved different bills to consolidate numerous categorical federal education assistance programs into block grants with fewer restrictions. The Congress consulted with CRS analysts regarding these proposals from their initial development through committee and floor debate, with much of the latter focused on CRS analyses of the potential effects of the block grants bill on the distribution of funds among states, types of agencies, purposes, and activities. The Service provided quantitative analyses of the impacts of proposals to consolidate current programs for students with limited English language skills and increase flexibility at the state and local level in choosing instructional methods that can be supported by the Bilingual Education Act. Other CRS assistance included support on



measures to improve reading achievement, expand the public charter schools aid program, and reauthorize and reform federal support for vocational education.

*Global Financial Crises and the International Financial System.* CRS economists provided support on the issue of congressional authorization for new funding for the International Monetary Fund. Members were briefed and provided with reports to assist them with such issues as how IMF funding figures in the U.S. budget treatment, the congressional role in U.S. participation in the IMF, and the impact of IMF conditionality on client countries. Ongoing analyses were prepared on the global financial crisis as it developed in East Asia and spread to Russia and Latin America. Of particular interest to the Congress has been the impact of the crisis on U.S. financial markets and U.S. trade and investment with the affected economies.

*Government Finance.* Economists analyzed the implications of the budget moving from a deficit position to a surplus and the policy options this change presents. They also assessed various aspects of federal debt and federal credit subsidies and provided overviews of the federal budget and several appropriations bills.

*Higher Education Act Reauthorization.* The reauthorization by the Congress of the Higher Education Act includes almost \$40 billion in annual federal student aid. CRS assistance in support of this reauthorization included analysis of the impact on students of the proposed formula calculating financial contributions toward postsecondary education costs; testimony on institutional eligibility and accountability procedures under the Act; and technical assistance during meetings held by House and Senate conferees.

*Holocaust.* Information specialists responded to requests for information about Swiss bank financial dealings with Nazi Germany, allegations that these banks held assets that were the legitimate property of descendants of victims of the Holocaust, reparations for descendants of victims, and the role of financial institutions in neutral countries in providing financial services to Nazi Germany. Toward the end of the year CRS assembled an interdivisional team on Holocaust victims' issues to respond to requests on these issues, with a particular focus on providing support during a hearing on the topic.

*Housing.* CRS tracked housing appropriations and authorization bills throughout the year as well as bills expanding options for cancellation of private mortgage insurance and regulations affecting the disclosure of fees to mortgage brokers. Economists examined the likely consequences of raising Federal Housing Authority loan limits and explained implications of proposals to tax real estate investment trusts as well as proposals to restructure FHA multifamily mortgage guarantees.

*Immigration.* Social policy analysts and attorneys provided information for legislative proposals on numerous immigration issues, including restoration of food stamps to qualified legal aliens, temporary admission of aliens working as H-1B professionals and H-2A agricultural workers, and naturalization. Analysts prepared studies on the status of Haitians, entry-exit controls, and proposals to reorganize immigration functions and examine the budget of the Immigration and Naturalization Service. CRS analysts also offered support during congressional discussion of hardship relief for long-term residents, mandatory detention of aliens facing deportation, and new standards concerning eligibility of aliens for public benefits.



*Labor Issues.* The Service worked with committees of jurisdiction and interested Members to provide analyses of work force and workplace issues, including proposals to raise the minimum wage, Davis-Bacon reform, regulation of working hours, OSHA reform, comparable worth and pay equity proposals, causes of hard-core unemployment, the impacts of immigration on the labor force, and the effects of education on the skill distribution of jobs.

*Medicare.* In anticipation of future congressional interest and legislative activity on Medicare managed-care options, social policy analysts began development of a database on the new Medicare+Choice program enacted as part of the Balanced Budget Act of 1997. The database is organized to provide information about the type of contractor managed care organization that provides services to beneficiaries under the Health Care Financing Agency, its tax status, the size of its commercial non-Medicare enrollment, and Medicare enrollment. When completed, the database will include detailed characteristics of the specific health plans provided by these contractor organizations, allow analysts to examine changes in general program characteristics over time, and provide the Congress with more sophisticated analyses of issues such as the relationship between payment rates, enrollment, and quality.

Information specialists prepared a calendar of effective dates and deadlines for Medicare programs under the Balanced Budget Act and a similar calendar for Medicaid and children's health components of the Act. These specialists worked with analysts to compile statistics for the Bipartisan Commission on the Future of Medicare.

*Monetary Policy.* CRS economists continued to track monetary policy and economic performance. Staff examined in detail issues associated with changing the Federal Reserve's monetary policy mandate, "domino" effects of the East Asian currency crisis, and the prospects for deflation.

*Patient Protection Legislation.* Congressional debate on health policy in FY1998 focused on determining whether additional federal regulation is needed for managed care plans that currently insure more than half of the U.S. population. Patient protection bills introduced and considered in the 105<sup>th</sup> Congress responded to consumer and health care provider concerns by proposing federal standards for assuring access to emergency and specialty care, providing information to consumers, and requiring grievance and appeals processes. CRS analysts provided close support on these issues. Information specialists contributed to a side-by-side comparison of several patient protection bills and created a new info pack on managed health care reform.

*Social Security, Federal Retirement, and Pensions.* CRS analysts testified and gave in-depth technical support as the Congress reviewed the long-range financial future of the Social Security system, various proposals to alter the program, and the Social Security Administration's handling of disability benefit programs. CRS retirement specialists created two computer models to help analyze both the effects of changes in civil service retirement programs and modifications of private pension programs that promote private asset accumulation for retirement.

*Social Services.* CRS policy analysts offered both technical and analytical support to the Congress on key social services legislation enacted in FY1998: the Workforce Investment Act, child



nutrition reauthorization, reauthorization of Head Start, Community Services Block Grants, and reduction of federal payments for food stamp administration. Throughout the legislative process CRS provided contextual information, analysis of proposals, and assistance during hearings, mark-up, and conference committee sessions on these issues.

*State Children's Health Insurance Program.* Work began on a database to provide comprehensive state-level details for the new State Children's Health Insurance Program enacted as part of the Balanced Budget Act of 1997. The database, which will encompass state plans and amendments and other official documentation and correspondence that lead to plan approval, will be used to produce analytical reports for the Congress on key program issues as implementation develops.

*Taxation.* CRS economists prepared assessments of a range of tax issues, including specific provisions of the Taxpayer Relief Act of 1997 and the proposed Taxpayer Relief Act of 1998; the marriage tax penalty, tax exempt bonds, the alternative minimum tax, health insurance for self-employed people, and capital gains taxes. The Congress also requested research on the restructuring of the Internal Revenue Service, the historical level of the U.S. tax burden, taxes and global warming, taxes and the Internet, tax incentives for alcohol fuels, and various proposed flat taxes.

CRS attorneys provided support during legislative consideration of a number of tax proposals during the 105<sup>th</sup> Congress. Reports were prepared on taxpayer protections included in the Taxpayer Relief Act, the Taxpayer Browsing Protection Act, and the IRS Restructuring and Reform Act. The Service also offered assistance on employment status of technical service workers and the use of tax-exempt organizations, including PACs and labor unions, with a focus on lobbying and political campaign issues.

*Tobacco.* Tobacco settlement legislation was an important focus of congressional interest in FY1998. Areas of concern to which CRS contributed assistance included teenage and adult smokers, health effects of passive smoking, local smoking ordinances, taxes on cigarettes, provisions in the proposed settlement on concessions for farmers, smoking cessation programs, attorneys' fees, and information on the various state settlements with the tobacco industry. The Service created an electronic briefing book on the topic for the CRS Web site. Analysts and information specialists throughout the Service worked on these and other issues related to the tobacco settlement for much of the year.

*Transportation.* CRS specialists assisted committees as they developed legislation to reauthorize federal highways and transit programs. Analysts also provided support to the Congress on transportation trust fund issues and Federal Aviation Administration reauthorization. CRS economists provided information and analysis of various legislative and regulatory issues affecting the aviation, aerospace, trucking, and maritime industries.

*U.S. Trade Policy.* As the Congress looked at implications of legislation to renew fast-track negotiating authority for the President, CRS economists examined the potential impact on labor and wages of increased trade with developing countries and worked with committee staff on legislation to change the designation of "most favored nation" status to "normal trade relations." Other trade issues with economic implications were reduction of subsidies in the shipbuilding industry, renewal



of the Generalized System of Preferences (GSP) trade program, extension of preferential tariff treatment of Caribbean countries, agenda items for new negotiations within the World Trade Organization, and broadening U.S. economic relations with sub-Saharan Africa by extending preferential tariff treatment and other benefits.

*Welfare.* CRS developed two databases to enhance its capability to provide the Congress with information and analysis about how states implement welfare reform. One database on block grant programs of Temporary Assistance for Needy Families (TANF) is based on official state plans and augmented by telephone surveys and visits to welfare offices. A second database focuses on state programs of child care for welfare families and the poor working families.

## LAW AND GOVERNMENT

*Administrative Law.* CRS attorneys and analysts assisted the Congress with questions relating to reform of the Food and Drug Administration and passage of the Food and Drug Modernization Act and prepared materials on the legislative history of the Act. They also prepared a comprehensive memorandum on the Inspectors General Act for the twentieth anniversary of the Act and responded to questions raised after the Administration issued its Federalism Executive Order.

*Appropriations and Budget Process.* In the wake of the Supreme Court's opinion invalidating the line item veto statute, CRS attorneys prepared a report summarizing the decision and drafted memoranda analyzing the ramifications of the statute's invalidation on items vetoed pursuant to the Act and on the Balanced Budget Act. Analysts provided timely assistance on questions related to appropriations and budget procedures. Additional support for Members and staff was provided through regular updates to the CRS Web site and the Legislative Information System. (See Section IV for a description of these technologies.) A new series of seminars on the budget process as well as written and online products, including the Manual on the Federal Budget Process, were designed and conducted with new congressional staff in mind.

*Banking Law.* Major legislation in the 105<sup>th</sup> Congress concerned credit unions and reform of the banking system generally. CRS staff prepared numerous analyses of the U.S. Supreme Court decision on reform of the banking system and prepared for hearings on legislation to overhaul the banking system.

*Campaign Finance Reform.* The Congress turned its attention to campaign finance legislation in the 105<sup>th</sup> Congress, including extended debate in the Senate on three occasions, and two debates in the House. CRS analysts contributed to these proceedings on all levels, with assistance to Members through in-person consultations, close legislative support, and preparation of CRS reports. These efforts included help in developing proposals during creation of a compromise bill in the Senate. CRS reports, especially those analyzing and comparing various legislative proposals, assisted Members in weighing potential options. One such report, which compared substitute amendments to the bipartisan freshman bill, was used on the House floor during its extensive 1998 debate.

*Church-State Relations.* Attorneys at the Service prepared numerous briefings, reports, and memoranda on a proposed constitutional amendment that would have made significant across-the-



board changes in church-state relations. They also provided assistance with the proposed Religious Liberty Protection Act, initiated in response to a court decision holding the Religious Freedom Restoration Act unconstitutional.

*Civil Rights Law.* CRS responded to a variety of complex civil rights issues on the legislative agenda—affirmative action, sexual harassment, fair housing, government drug testing programs, and homosexual rights in the military and civilian society.

*Communications Law.* Legal aspects of communications issues addressed by CRS attorneys included unauthorized switching of long distance telephone service, the Federal Communications Commission's authority to impose free air-time requirements on broadcasters in light of campaign finance reform, and antitrust liability issues associated with year 2000 standard setting and information sharing activities by telecommunications companies.

*Congressional Legal Concerns.* CRS attorneys assisted the Congress with questions related to congressional powers, rules governing the House and the Senate, and constitutional separation of powers. This support included preparation of a Supreme Court brief for the House Counsel in *House of Representatives v. Department of Commerce*, which challenges the use of statistical sampling in the forthcoming census. The Service also organized a briefing on budget procedures. Other issues that drew upon Service legal assistance were congressional powers and prerogatives and debate between congressional committees and the executive branch over access to information.

*Congressional Organization and Operations.* CRS government specialists assisted Members with a range of congressional operations issues: expenses of congressional investigations; pay and allowances of Members; costs and regulations associated with official foreign travel by Members and staff; and administrative activities such as reorganization of House and Senate offices. Complementing these efforts was an initiative to improve the content of legislative process institutes offered to congressional staff throughout the year and to make it more relevant to their needs, including revised presentation format, enhanced course materials, and greater use of presentation graphics. Concurrently, an innovative series of more than 130 fact sheets providing comprehensive information on the legislative and budget processes was developed and incorporated on the CRS Web site.

Analysts worked with the House and Senate Sergeants at Arms and Capitol Police in response to congressional concerns about security following the July 1998 shootings in the Capitol. These efforts supported congressional work culminating in studies on the security of the Capitol complex, a perimeter security plan, and a proposed visitors' center.

*Constitution Annotated.* CRS attorneys continued to update "The Constitution of the United States of America: Analysis and Interpretation," a continually updated CRS product. The 1998 supplement is being prepared and the overall volume is being revised in preparation for the year 2002 volume. Work continues on conversion of text to online access.

*Constitutional Interpretation by the Congress.* CRS assisted the Congress in drafting a concurrent resolution calling on the Congress to exercise its power to interpret the Constitution

independently from the federal courts. Analysts also served as leading witnesses testifying on the role of the Congress in interpreting the Constitution.

*Criminal Justice Assistance to States and Localities.* Analysts provided extensive analytical assistance in federal crime control and Department of Justice appropriations. They prepared questions for hearings, tracked changes in Department of Justice program funding throughout the legislative process, briefed staff on existing grant programs, and assisted in identifying options and with evaluating new proposals.

*Disability Issues.* In response to proposed legislative amendments and regulations related to the Individuals with Disabilities Education Act, CRS staff assisted with a joint committee hearing on proposed regulations implementing the act, offered support during consideration of legislative amendments, and analyzed recent Supreme Court decisions related to the Americans with Disabilities Act.

*Disaster Relief.* Congressional consideration of federal disaster policies included assistance from CRS in several forms: testimony and preparation of background information for briefing books. CRS analysts also prepared comparisons of different versions of hazard mitigation legislation and conducted in-depth briefings on disaster policy issues for Members, staff, and executive branch officials.

*Election Law.* Attorneys continued to address legal issues associated with contested elections, absentee voting, and campaign finance reform.

*Environmental Law.* As the Congress considered property rights bills, CRS was asked to address the current takings test articulated by the Supreme Court, reauthorization of the Endangered Species Act, grazing on federal lands, and Indian water rights.

*Health Law.* The 105<sup>th</sup> Congress considered legislation concerning managed care and amendments to the Employment Retirement Income Security Act of 1994 (ERISA). CRS provided support on ERISA's impact on medical malpractice and negligence claims against managed care plans, prepared a side-by-side comparison of selected patient protection bills, and put together a state statutory survey on medical records confidentiality and patient access to medical records and medical information.

*Higher Education Act.* CRS staff prepared an overview of state charter school laws, briefed Members and staff on legal issues in student privacy bills introduced as proposed amendments to the Higher Education Act, and analyzed legislation addressing bilingual education.

*Impeachment.* The Service formed an interdisciplinary team to address the range of issues associated with impeachment. The team was made up of legal, congressional, and historical specialists, legislative attorneys, and paralegals. Members of the team provided briefings on questions surrounding both procedural and substantive impeachment-related issues including congressional procedures, executive privilege, the Independent Counsel statute, access to confidential materials and grand jury testimony and indictment of a sitting President. The Service prepared reports on relevant constitutional provisions on impeachment, Presidential succession, the relation between impeachment



and the Former Presidents Act, censure of the President as an alternative to impeachment, the pardoning power of the President, proceedings involving the judiciary, and previous impeachments. Information specialists prepared a new info pack on the impeachment process.

*Intellectual Property.* CRS attorneys provided extensive analysis, assistance, and briefings on the World Intellectual Property Organization Treaties Implementation Act, the Digital Millennium Copyright Enforcement Act, copyright term extension, music licensing, satellite television issues, compulsory license reform, and trademark law treaties and patent reform proposals.

*Intelligence Community Whistle Blower Mandate.* CRS provided expert testimony and supporting materials during consideration of a proposal to establish whistle blower procedures and conditions for personnel within the federal intelligence community.

*International Law, Trade, and Foreign Relations.* CRS attorneys analyzed legal issues concerning extradition and the easing of restrictions on admission of foreign agricultural and technical workers to the United States, the denial of public benefits to participants in Nazi persecutions, and responses to international human rights violations. CRS also supported the Congress on issues pertaining to religious persecution, technology transfer laws affecting transactions between entities in the United States and the Peoples Republic of China, as well as treaties and protocols.

*Juvenile Justice Act Authorization.* CRS specialists prepared comparisons of juvenile justice bills and provided background information on related measures concerning school safety, youth, crime prevention, and funding.

*Labor.* When the Congress investigated the Teamster's election of 1996, CRS analyzed the legality of union payments and attorney fees to officials accused of breaching their fiduciary responsibility to the union and examined attorney-client privilege claims made by potential witnesses. Other issues of interest to the Congress that drew upon legal assistance included the Project on the American Worker, pensions and employee health and welfare benefits, national emergency strikes in the automobile and airline industries, use of compulsory union dues for political expenses, air labor standards and safety and health issues, the Congressional Accountability Act, and the legality of Presidential executive orders.

*Law Enforcement and National Security.* CRS attorneys assisted Members of Congress with issues related to gun control and the Brady bill, judicial removal, procedural rules in the federal courts, civil and criminal forfeiture of property, cocaine sentencing disparities and bounty hunters. Other issues of concern for which CRS provided support were sex registration statutes, criminal background checks for child care and health care workers, and issues related to the "right to die" and physician-assisted suicide.

*Legislative Process.* Among processes attracting congressional attention and requiring Service support in FY1998 were impeachment and other disciplinary proceedings, the control of information by committees, bills considered under suspension of the rules of the House, and questions of privileges in the House. Also of congressional interest were statutory expedited procedures,

especially the “fast track” for trade agreements and procedures contained in the new Congressional Review Act and the proposed Mandates Information Act.

*Office of National Drug Control Policy (ONDCP) Reauthorization.* The Congress completed its reauthorization of this office with the requested assistance of CRS technical suggestions to improve effectiveness. Work on drug-related legislation included tracking legislative initiatives and helping with five new measures proposed by congressional leadership to reduce drug abuse nationwide.

*OMB Management Organization.* CRS specialists conducted a major study of the structuring of management responsibilities within the Bureau of the Budget and Office of Management and Budget as the Congress considered a legislative proposal to replace OMB with an Office of Budget and an Office of Management within the executive office of the President.

*Public Printing Reform.* CRS helped develop legislation to revise the public printing chapters of Title 44, United States Code. This support included committee staff consultations and research assistance during refinement of the bill and committee report.

*Tort Law and Liability Issues.* The Service addressed issues regarding the asbestos settlement and proposed legislation and prepared an analysis of medical malpractice and products liability provisions contained in the District of Columbia Appropriations bill.

*Vacancies Act Reform.* CRS prepared analyses of the manner in which temporary appointments have been made to senior level executive positions requiring Senate confirmation, the conditions surrounding these appointments, and relevant authorities. These analyses also provided a basis for assisting with the development and refinement of amendments to the Vacancies Act.

## **FOREIGN AFFAIRS AND DEFENSE POLICY**

*Africa.* A CRS seminar for Members and staff featured officials who assessed U.S.-South African relations and examined the prospects for continued strengthening of democracy there. The Service helped during consideration of legislation on a U.S.-Africa trade initiative, provided support during hearings on the bill, and traveled to Africa with Members and staff to provide on-the-spot assistance.

*Ambassador Nominations.* Specialists at the Service prepared more than 60 sets of background memoranda and hearing questions for nominations of ambassadors and other administration officials, often with short deadlines.

*Bosnia.* With U.S. Armed Forces deployed in numerous peacekeeping and other overseas missions such as Bosnia, CRS analysts assisted the Congress during its debate of many related issues such as foreign and alliance policy, funding unbudgeted contingency operations, service by U.S. soldiers under foreign commanders, and modification of existing legislation on war powers and use of military force. Specialists at the Service joined the General Accounting Office to present a seminar

on the prospects for conclusion of the peace operation in Bosnia. Panelists addressed costs, allied sharing of military responsibilities, and prospects for resettlement of refugees.

*Cambodia.* CRS staff analyzed the circumstances surrounding Cambodia's July 1998 national elections that were allegedly marred by numerous electoral flaws.

*China.* Analysts offered support during the debate over annual renewal of Most-Favored-Nation trade status for China as well as during House consideration of numerous bills on U.S. policy. Specialists provided background information during congressional consideration of MFN status that China has received since 1989 and provided background on what could reasonably be expected during the U.S.-China summits of October 1997 and June 1998. Information research specialists answered requests for trade, economic, and political information, human rights and transfer of missile and satellite technology to China, among other questions. Other work analyzed developments in Chinese domestic and foreign policy that have a direct bearing on U.S. interests, such as China's response to the devaluation of Asian currencies and to India's nuclear testing in May 1998, as well as Chinese compliance with weapons nonproliferation commitments and U.S. satellite exports to China. CRS also assisted with issues concerning market access for U.S. exports and U.S. investors in China.

*Cuba.* Analysts were called upon to look at issues involving U.S. policy toward Cuba, including such diverse legislative initiatives as easing sanctions on U.S. food and medical exports as well as strengthening and expanding sanctions against Cuba. The Pope's January 1998 visit to Cuba resulted in an increase in congressional requests for analysis of the political and human rights situation in Cuba.

*Defense Policy and Budget.* CRS foreign policy specialists and analysts addressed a range of issues, such as spending priorities, intelligence data collection, military readiness, and defense acquisition reform. Support included assistance in preparing floor statements on long-term defense policy issues, reporting on the impact of offsetting rescissions on Department of Defense programs, and close support during consideration of defense appropriations legislation. Other work provided updates on peacekeeping and funding military contingency operations such as those in Bosnia and Iraq; tracking of major weapons procurement issues affecting fighter and bomber aircraft, submarines, aircraft carriers; and analysis of the Navy's overall rate of shipbuilding.

*Defense Research and Technology.* CRS analysts assisted Members and the Congressional Budget Office on the controversy over choice of a long-term tritium production technology for the nuclear weapons program. A CRS issue brief on tritium was drawn upon extensively during the debate over the FY1999 defense authorization bill.

*Drug Policy.* Congressional concern over international drug issues was reflected both in the general debate over drug certification as a tool of foreign policy as well as in specific issues such as certification for Colombia and Mexico. CRS prepared reports on a range of drug policy issues, from the problem of illegal narcotics in Colombia and its affect on U.S.-Colombian relations to the role of the military in border drug control in the U.S. Southwest.



*Foreign Country Visits.* Analysts prepared extensive briefing books containing an overview of U.S. relations and suggested lines of questioning for Members participating in delegations to Europe, the Middle East, Asia, and Latin America.

*Foreign Policy and Regional Issues.* Foreign policy analysts provided coverage on foreign policy, including direct analytical support on issues such as economic support for Russia and the Newly Independent States (NIS) of the former Soviet Union, micro enterprise projects, foreign policy agency reorganization, democracy promotion programs, and the expansion of targeted international broadcasting. Regional concerns prompted requests for help from the Service on topics such as the use of economic sanctions to achieve political objectives, Indonesia's political crisis, and the Israeli economy. CRS analysts also assisted with issues on U.S. drug certification for Mexico, the Middle East peace process, rapidly changing conditions in the Serbian province of Kosovo, the peace agreement in North Ireland, and U.S. immigration policy toward Haiti.

*International Child Protection.* CRS responded to congressional interest in international child labor and child survival programs and their relation to U.S. foreign aid, a focus of the foreign aid debate.

*International Finance.* Foreign affairs analysts and economists worked together in response to congressional interest in the request for about \$18 billion in U.S. contributions to the International Monetary Fund for a New Arrangements to Borrow (NAB) and quota increase.

*Military Manpower Issues.* The Service worked with the Congress in its efforts to downsize or eliminate the Commissioned Corps in the National Oceanic and Atmospheric Administration, helped structure hearings on the POW/MIA issue, and prepared a report on federal programs for children and their U.S. military families.

*NATO Enlargement.* CRS assisted the Senate in preparation for numerous hearings and contributed to issues such as projected costs, strategic rationale, and qualifications of the candidate states. Once the debate moved to the floor, CRS specialists worked with individual Senators and staff to examine a variety of pro and con arguments and provide direct support throughout the debate on a resolution of ratification.

*Nuclear Proliferation.* Congressional concern over the proliferation of nuclear weapons was heightened by nuclear weapons tests conducted in May by long-time rivals India and Pakistan. The Service organized a team response to these events, including a variety of reports and briefings on U.S. nuclear nonproliferation policy and world developments.

*Peacekeeping and Military Operations.* CRS analysts prepared material to assist the Congress on issues of peacekeeping and funding of military contingency operations such as those in Bosnia and Iraq.

*Proliferation of Weapons of Mass Destruction.* World events focused congressional attention on policies and programs to protect U.S. citizens and interests from proliferation threats. CRS was called upon to assist when Pakistan exploded nuclear devices; when North Korea launched a three-

stage rocket over Japan; and when Russian scientists cooperated with Iran in nuclear reactor and missile development programs.

*Religious Persecution.* The Service worked with Members and staff when the Congress considered the Russia religion bill. Analysts also supported Members examining the status of religious freedom in Pakistan and China. The debate took on broader dimensions as the Congress considered legislation on religious persecution around the world. CRS assisted during numerous iterations of the legislation, ultimately the International Religious Freedom Act of 1998, one of the few foreign relations laws enacted in FY1998.

*Summit of the Americas II.* In anticipation of the second Summit of the Americas held in Chile in April 1998, CRS prepared a report highlighting the topics to be discussed at the summit and organized a seminar for Members and staff featuring speakers from the Clinton Administration and from Latin America.

*Terrorism.* Terrorist attacks on U.S. embassies in Africa and the U.S. attacks on terrorist bases in Afghanistan and Sudan brought requests for CRS assistance in reviewing U.S. policy and readiness to cope with the growing threats.

*United Nations Issues.* United Nations reform and U.S. arrearages remained important issues on the legislative agenda, although legislation on these issues was not enacted during the fiscal year. CRS contributed to UN reform and funding issues as well as issues pertaining to other UN specialized agencies.

## SCIENCE, TECHNOLOGY, AND NATURAL RESOURCES

*Biomedical Research and Applications.* CRS analytic support and hearings assistance was requested as the Congress considered legislative proposals on medical records and genetic concerns. The Service also gave assistance and prepared information updates during the attempt to override the President's October 1997 veto of the partial birth abortion ban of 1997. CRS provided support during hearings on animal cloning issues. The Service helped with a range of issues relating to AIDS, heart disease, cancer, diabetes, hepatitis, Alzheimer's disease, and neurological conditions. CRS continued to assist congressional staff in the House and Senate on issues pertaining to the National Institutes of Health and the Center for Disease Control.

*Clean Air.* The Congress continued to be concerned with numerous air quality issues such as the pollution implications of electric power industry restructuring, a new ozone and fine particulate standard, a New Source Performance Standard for electric power plants, and an ozone transport rule to control nitrogen oxide emissions that come from electric power plants. CRS environmental experts continually updated reports to keep the Congress abreast of regulatory actions by the Environmental Protection Agency. Related issues covered by the Service in response to congressional initiatives were regional haze, vehicle emissions control, and potential amendments to the Clean Air Act, whose authorization of appropriations expired on September 30, 1998.

*Energy.* Funding for renewable energy and energy efficiency became a major issue in connection with the FY1999 budget request for the President's Climate Change Technology Initiative. CRS prepared and maintained several reports used in those budget debates, including federal programs for energy efficiency and for renewable energy, research and development in the U.S. Department of Energy, and research and development as detailed in the Climate Change Technology Initiative. The Service reviewed the Department of Energy's Strategic Plan and Annual Performance Plan as part of CRS support of congressional oversight of the Government Performance and Results Act. The Service also responded to requests for help with magnetic fusion energy issues and the proposed extension of the agreement on the International Thermonuclear Experimental Reactor.

*Energy-Related Air Emissions.* Analysts assisted with congressional inquiries on the production of energy and its environmental consequences, particularly for possible global climate change and for air quality. Part of this effort was focused on "greenhouse gases," largely a byproduct of fossil fuel consumption, which is responsible for 95 percent of the Nation's CO<sub>2</sub> emissions. The Service conducted research on projected global warming and on requirements of the unratified Kyoto Protocol and Global Climate Change Agreement and related policy perspectives, provided numerous briefings, and hosted a brown bag lunch on related issues. The Service also prepared an electronic briefing book on global climate change for the CRS Web site.

*Fish and Wildlife.* CRS helped inform debates on changing the Endangered Species Act and covered issues such as protecting private property rights as well as endangered and threatened animals. Fishery issues included limiting catches and vessel size in various fisheries, international treaties and agreements governing various species (such as Pacific salmon, Atlantic tuna, eastern Pacific tuna), aquaculture, and the health of coral reefs and other marine ecosystems.

*Food and Agriculture.* After almost two years of expanding agricultural markets and rising farm prices, the structural changes to farm policy made by the farm law were severely tested in 1998. Declining farm income and prices for major crops, severe droughts and floods, and declining international markets for U.S. products, particularly Asia, resulted in continuous congressional activity. In response to majority and minority leadership in both chambers, food and agriculture analysts organized an interdisciplinary "Agriculture School" in January 1998 to help inform new committee staff and agriculture legislative assistants from Member offices. Fifteen CRS analysts provided hourly sessions on topics of interest over the course of two days for each committee. Throughout the year CRS subject specialists responded to congressional queries on agriculture that resulted in a series of reports on annual agriculture appropriations and the economic status of farmers.

*International Environmental Issues.* Analysts contributed data and references in briefings and other formats in response to congressional concern over the United Nations' role in designating biosphere reserves and world heritage sites, ratification of the Convention on Biological Diversity and the Treaty on Desertification, and controversy over tropical deforestation, lumber and fish imports, and international environmental degradation from unsustainable resource use. One of the most significant debates for which CRS was asked to assist was focused on the controversial Kyoto Agreement.



*Natural Resources Budgets.* CRS environmental analysts provided annual appropriations support for the Department of the Interior and related agencies, energy and water appropriations, and agriculture appropriations. These analysts assisted Members in other budget debates, including land acquisition funding through the Land and Water Conservation Fund, Bureau of Reclamation water project title transfers, Forest Service management of its trust funds and special accounts, funding for Pfiesteria research, and local compensation for tax-exempt federal lands under the Payments in Lieu of Taxes (PILT) Program.

*Nuclear Waste.* Fuels and minerals analysts responded to numerous congressional requests on nuclear waste disposal. Both the House and Senate approved bills to establish an interim storage facility in Nevada for nuclear reactor “spent fuel,” although final action was deferred in response to a presidential veto threat and filibusters by Nevada senators.

*Public and Environmental Health.* Prominent issues on which CRS provided support included food safety and organ transplantation, drug abuse, environmental human health, nutrition, emerging infectious diseases, and Federal Drug Administration budget issues.

*Space.* Issues CRS addressed for the Congress included the International Space Station Program of the National Aeronautics and Space Administration, especially Russian participation; facilitation of commercial interests in space projects; the NASA budget; and space activities of the Department of Defense.

*Superfund.* The Congress continued to examine ways to reform the Nation’s toxic waste cleanup program, or Superfund. The Service offered support throughout consideration of final omnibus budget legislation that included provisions on Superfund liability. CRS analysts contributed briefings, consultations, section-by-section analyses of major bills, bill summaries, a series of products on cleanup standards, state issues, a fact book on “brown fields,” and a report on defense-related cleanup activities. CRS continued to assist congressional staff on issues pertaining to the National Institutes of Health and the Center for Disease Control.

*Technology Development.* CRS analysts provided support as the Congress considered patent reform, cooperative research and development programs of the National Institute of Standards and Technology, and reauthorization of the Small Business Technology Transfer Program.

*Telecommunications and Computers.* Among the issues on which CRS provided support to the Congress were year 2000 computer problems, protection of the Nation’s critical information infrastructure, encryption, digital and cable television, telecommunications reform and the “e-rate,” radio frequency spectrum auctions, the “V chip” and TV ratings, satellite communications issues and Internet issues including domain names, privacy, and intellectual property. On these largely technical topics analysts prepared written materials, gave specialized briefings, organized seminars, and responded to questions about different proposals and amendments, often with extremely short time frames.

*Transportation Safety and Technology.* CRS analysts worked with Member office staff and congressional committees on highway reauthorization legislation, the Transportation Equity Act for the 21<sup>st</sup> Century. Issues included programs in pipeline safety, motor carrier safety assistance,

intelligent transportation systems, and pavement and structures research. The Service was asked to prepare reports on a range of transportation safety topics, including modernization of air traffic control systems and computer security, collision avoidance systems for aircraft, the use of airbags in automobiles, drunk driving, aggressive driving, school bus seat belts, and trunk lid hazards on automobiles.



### III. REFERENCE AND INFORMATION SUPPORT

#### SUPPORT FOR THE CONGRESS

CRS information research specialists and information resource specialists worked throughout the year to provide data support on numerous issues including managed health care reform, Medicare, tobacco settlement legislation, social services, and economic policy concerns ranging from banking reform to taxes, impeachment, China trade issues, foreign policy concerns, NATO expansion, and Year 2000 computer concerns.

These specialists worked closely with analysts on major issues by answering requests requiring both products and electronic support. Part of CRS work to enhance access to electronic databases for the Congress entailed participation in the ongoing development of the Trade Policy Information Systems (TPIS), a federal interagency effort to develop a new trade data system by the Department of Commerce.

Other specialists identified electronic resources available through the Internet in response to individual congressional requests and provided demonstrations to Members and staff highlighting various features and links of the CRS Web site, including the budget page and Legislative Information System (LIS) interconnections.

CRS Web site activities included more comprehensive coverage of appropriations legislation, made possible by developing a status table showing FY1999 budget and appropriations data on the CRS Web site, as well as a companion status table showing subcommittee and committee appropriations action. The latter provides links to the LIS for bill actions, to the appropriations status table for tracking status after movement out of committee, and to roll call votes at the subcommittee and committee levels. Both budget and appropriations pages were updated at frequent intervals, often daily during periods of high activity. Other new CRS pages for the Congress included a Supreme Court page listing information on justices, a health policy and medicine page, a campaign and elections page, and a constituent services page for congressional use.

Shortly after FY1998 began, the Internet version of the Public Policy Literature (PPLT) database became available to the Congress on the CRS Web site and the LIS. The PPLT system provides subject, title, word or phrase, date, and other search options. Online ordering of items in the PPLT is now available to the Congress.

Librarians coordinated an interchange with the Washington office of the Organization for Economic Cooperation and Development to enhance the Service's access to and holdings of OECD publications. CRS now has use of the OECD Online Information Service, which includes official OECD publications and selected OECD statistics. Simultaneously CRS increased bibliographic coverage of OECD documents in the PPLT database.

The CRS Product Distribution Center, the Service's centralized distribution point for all CRS congressional products, improved responsiveness and efficiency through an intensive staff training

program on the use of the CRS Web site and the LIS as well as through development of a comprehensive procedures manual to ensure timely access and delivery of products to congressional requesters.

## **ASSISTANCE TO CRS STAFF**

CRS began to explore electronic filtering services to replace the Main Files service that closed at the end of the calendar year. Staff completed an analysis of these filtering services. The report summarizes each of the existing commercial database services, outlines options for these services, and provides a profile for major subject expertise areas at CRS by division. The report was used in planning information resources for FY1999.

Information resource librarians began a pilot test of providing on-site reference services to analysts in two CRS research divisions. These librarians staffed a desk in each division for half days in order to respond quickly to analysts' requests as well as provide training on how to search the various online databases. Response to this pilot was positive, and possible expansion to other research divisions is being explored.

A group of CRS librarians devised a format for the development of CRS Internet pages on topics of top legislative interest. Each such Web page contains a list of CRS products with full text, links to outside research sources, and searches of the PPLT database and legislation connected to the LIS. The group created a template for the legislative issue pages making it relatively easy to create a Web page when needed. The legislative issue pages are currently available from the CRS staff Web site for an experimental period before they are entered on the CRS Web site for the Congress.

In order to remove extraneous information from the CRS integrated library system, CRS librarians upgraded more than 2,000 book and journal title entries in the system. Enhancements in financial data handling made it possible to provide better information to CRS managers such as monthly status of funds reports, division or office subscription lists, and reader lists that link routing information to payment and expiration information. Improved reporting allows CRS staff to track workload and average length of time in order fulfillment. Cross training of serials and acquisitions staff enabled significant improvements in service.



#### **IV. IMPROVEMENTS IN TECHNOLOGY**

The effective use of information technology is critical to the CRS mission as Members and congressional staff become more sophisticated users of electronic systems. The Service continued to develop this capability on a number of fronts to provide more efficient delivery of CRS services for the Congress as well as to strengthen research and information tools for Service staff.

##### **ELECTRONIC BRIEFING BOOKS**

Three prototype electronic briefing books were introduced on the CRS Web site covering issues on the congressional agenda — electric utilities, global climate change, and tobacco. These tools offer instant, comprehensive access to information, analysis, key documents, historical perspectives, and legislation and policy options for selected issues before the Congress. The information contained in these electronic briefing books was carefully prepared to ensure that issues are presented in a clear, succinct, and balanced manner. Interactive electronic formats enable users to customize their online research. All briefing books present multidisciplinary analyses of the issue and include common elements (such as guidance on CRS products and experts and links to related issues and web sites), but each is individually designed to best present its subject. New information is added as major events, or legislative or regulatory action, occurs. CRS plans to offer a broader range of briefing books in the future and continues to explore new presentation formats.

##### **WEB SITE DEVELOPMENT**

During the past year CRS worked to create more efficient electronic document delivery by providing more listings of full-text CRS reports; developing and implementing prototypes of new online products; and introducing public policy literature abstracts online. An increasing number of CRS products are being organized around current legislative issues, providing direct links to relevant legislation. Web publishing standards and portable document format (PDF) options continue to enhance the utility of CRS electronic products. New search capabilities will make it possible for congressional users to find relevant information more quickly and predictably on the CRS Web site.

##### **PROGRESS TOWARD ONLINE ACCESS TO ALL CRS PRODUCTS**

CRS information research specialists, working with the Automation Office and the Library's Information Technology Office, began development of a new Web-based collection of CRS products that will provide access to descriptive information, document text, and page images for all CRS products. During FY1998 CRS analysts selected products to include in the collection based on timeliness and relevance to the current legislative agenda. Access to the collection on the CRS Web site will allow searching by any word or phrase or by product number, and by browsing by title or broad subject category. Once this collection is online and tested, an All CRS Products collection will be available to the Congress on the CRS Web site and the LIS in FY1999.

## **LEGISLATIVE INFORMATION SYSTEM (LIS) ENHANCEMENTS**

At the request of the Congress, CRS and the Information Technology Services Office of the Library created an integrated and secure legislative information retrieval system for the Congress that delivers accurate, timely, and complete legislative data. Part of this effort is ongoing work to develop comparable functionality for myriad disparate existing systems so that older systems, many of which are not year 2000 compliant, can be retired. In FY1998 CRS also began modifying the LIS to support congressional user needs to reduce search time, improve user ability to refine search results, and minimize errors. The Service developed a platform on which CRS products and services can be linked with relevant congressional documents, and began to develop faster and more efficient ways to create links and share legislatively relevant information as it becomes available from the House, Senate, executive or judicial branches, or other nongovernment sources.

## **AN IMPROVED NETWORKED ENVIRONMENT**

CRS staff continued efforts to upgrade the Service's computer systems, ensuring a fully networked environment. The Service's ongoing testing of networked hardware and software included working with the Library's Information Technology Services Office to move to higher bandwidth capacity following necessary rewiring. Automation staff also explored server technology developments to increase data-sharing capacity. The Service worked to further develop capacity to store and manipulate large quantities of data efficiently and reliably in order to accommodate increasing use of the Internet and other information sources requiring rapid transfer of data.

## **INQUIRY STATUS AND INFORMATION SYSTEM (ISIS)**

CRS continued development of its automated system for tracking congressional requests to meet changing congressional and Service needs. The evolution of ISIS has made possible efficient transmission of congressional requests electronically to CRS research divisions. The system enables delivery of inquiries directly to the desktops of CRS analysts, researchers, and information specialists. Current plans also call for ISIS to be the foundation for a CRS integrated information system that will provide data for resource allocation and workload management and assist in measuring productivity.

## **SECURITY OF INFORMATION SYSTEMS**

Concerns for security of all CRS automated systems focused on protection of data from unauthorized access and planning for disaster recovery. The Service continued its efforts to oversee security efforts, improve password protection, tighten protection against computer viruses, explore potential system vulnerabilities, restrict remote access, and disseminate security information to staff. CRS began a systematic effort to address issues raised by an information security review prepared by the National Security Agency at the request of the Service.



**YEAR 2000 COMPLIANCE**

Based on earlier investigation, CRS initiated formal planning at the start of calendar 1998 to prepare for the digital conversions necessitated by the year 2000. During the past year the Service undertook a comprehensive effort to identify and certify all systems that may rely on four-digit data codes, with necessary conversions and testing to be completed by December 31, 1998, well in advance of the year 2000. The task entails retrofitting existing systems, certifying and testing all systems potentially affected, and developing contingency planning. CRS is working with the Library to comply with all requirements under the GAO Year 2000 review of legislative branch entities.

## **V. MANAGEMENT INITIATIVES**

CRS launched a number of initiatives in FY1998 to promote greater efficiencies and improve the quality of service provided to the Congress.

### **PLANNING FOR THE 106<sup>TH</sup> CONGRESS**

Early in the year CRS began planning outreach activities in anticipation of the 106<sup>th</sup> Congress. These efforts focused on an introduction to CRS for new Members but also addressed enhanced features of CRS services for returning Members. The Service began work on various products designed to more effectively inform the Congress about the range and availability of CRS services. Once again, the Congress asked CRS to be the official sponsor of new Member programs for both the House and the Senate designed to cover the major issues that would be on the agenda of the new Congress.

### **LEGISLATIVE ALERT**

In response to comments from congressional offices, CRS began offering e-mail transmission of the Legislative Alert, a guide to CRS products addressing the bills and topics scheduled for floor action each week. This first CRS effort to distribute products by e-mail directly to the desktops of congressional staff enhanced the speed and ease with which staff can access the latest CRS analysis and information regarding the weekly legislative agenda.

### **LEGISLATIVE PLANNING GRID**

The Service developed a Legislative Alert Planning Grid to assist CRS staff in the preparation of the Legislative Alert and to serve as a tool for products and services planning in the second session of the 105<sup>th</sup> Congress. The list of legislative issues of interest to the Congress, which undergoes weekly review and revision, is derived from consultation with leadership of the House and Senate and discussion with CRS analysts. An electronic version of the grid, which identifies issues and legislation that are most likely to receive floor consideration, links to the Legislative Information System (LIS) entry for those bills, and links to CRS products reflecting the most current legislative deliberations. The grid is now being tested on the CRS staff Web site.

### **SIGNALING**

CRS continued a Service-wide effort to improve product effectiveness in responding to congressional needs. To this end, the Service improved the way it signals the user about the purpose, focus, and content of written products by developing new standards for writing and updating product titles, abstracts, and summaries, and integrating those criteria into the review process. A task force reviewed the current CRS product numbering system for general distribution products and to

establish new guidelines for assigning numbers to products. The goal of these efforts was a clearer, more accessible, presentation of CRS written products for the wide range of congressional users served.

## **SUCCESSION PLANNING**

Many of the CRS staff hired in the 1970s during expansion mandated by the Legislative Reorganization Act of 1970 are still with the Service and have become core experts on whom the Congress relies for research and analysis. Now eligible to retire, these experts have spent many years developing in-depth knowledge of the public policy areas they cover. A smooth transition to new staff represents a significant challenge, largely because it takes a number of years for an entry-level analyst to develop subject expertise and knowledge of the legislative environment in order to handle complex issues in the way a senior analyst can.

With these retirements of senior staff, CRS will lose expertise in a significant number of subject areas such as public finance, social security, health, constitutional law, biomedical policy, natural resources policy, macroeconomics, and military personnel, to name a few. By the year 2006, when more than 50 percent of all current CRS staff will be eligible to retire, the losses will affect virtually every major legislative issue area.

In addition to these potential retirements, between fiscal years 1992 and 1998 CRS staffing decreased by 122 full-time equivalents (FTEs) as a result of government-wide budget reductions. Consequently, CRS was unable to fill these positions and now lacks a balanced distribution of senior and junior staff, which would provide an orderly transfer of institutional knowledge when experts retire.

In FY1998 CRS began a multi-year plan designed to ensure that the Service can maintain its analytic expertise despite the retirement of staff now and in the future. During the summer CRS brought in the first graduate recruits to begin working with senior analysts (see Appendix B). The plan provides for hiring a limited number of new staff in key issue areas before senior experts retire. This will enable current staff to transfer institutional memory on issues, the legislative process, and CRS service qualities of confidentiality, objectivity, timeliness, accuracy, and responsiveness. Senior staff will thus also assist new staff in developing trust relationships with the congressional community. Newly hired, entry-level staff who are already well-trained in their disciplines work closely with senior analysts in apprenticeship capacity, whereby the senior staff can share their knowledge and experience in their discipline within the legislative context.

## **STAFF RESOURCES AND ALIGNMENT**

In addition to these succession efforts, the Service began planning for redeployment of CRS staff resources to secure the capacity of CRS research and analysis for future Congresses. In its continuing efforts to maximize efficiency in its use of resources, CRS management continued to review the tasks, challenges, and changing conditions the Service faces in meeting the needs of the Congress: the growing complexity of legislative policy issues, Member and congressional staff



turnover, legislative polarization, increasing technology needs, the depth and range of information resources available, the projected loss of CRS expertise through retirement, and budgetary constraints. The Service took a close look at these challenges vis à vis CRS staff resources and alignment.

Planning for responsive redeployment of CRS resources included meetings with the House and Senate leadership and with individual Members, an examination of CRS workload and distribution of work, an assessment to determine the implications of potential loss of expertise through retirement and succession planning to deal with such losses, and identification of strategic issues and implications for CRS of these changing congressional policy and fiscal environments. Throughout these discussions the Service emphasized the importance of maintaining high-quality responses to congressional requests, the need to strengthen interdisciplinary interchanges among CRS staff in order to improve those responses, and the opportunities for enhancing communications, both with the congressional audience and within the Service.

## **RECRUITING AND MENTORING EFFORTS**

The CRS director created two task forces in FY1998 to continue efforts to enhance diversity at the Service. The Recruitment Working Group was established to examine recruitment strategies at all professional levels, such as search committees, online listings, paid advertisements, personal telephone contacts, and mailings. The Mentoring Working Group worked to improve career success of staff in their current jobs or career ladders. The group focused on permanent professional staff who are new to their positions and examined characteristics and responsibilities of mentors and other components of a successful mentoring program.

## **APPENDIXES**

### **A. FISCAL 1998 BUDGET, RESOURCES, AND OTHER FUNDING**

In FY1998 CRS had an authorized staffing level of 747 full-time equivalents (FTEs) and an appropriation of \$64,603,000. Approximately 90 percent of the budget supported personnel salaries and benefits.

During this fiscal year CRS received \$107,000 from the Center for Entrepreneurial Leadership, Inc. of the Ewing Marion Kauffman Foundation. This is the final payment of a \$507,000 grant awarded in FY1997 to provide partial support for the CRS Visiting Scholar in Economic Growth and Entrepreneurship and for seminars and retreats on economic growth and entrepreneurship for Members of Congress and their staff.

CRS also received an award of \$120,000 from the Henry Luce Foundation in partial support of the House New Member Issues Seminar for the 106<sup>th</sup> Congress. Funds under this award will be disbursed to the Library by the Foundation in FY1999.

## **B. HUMAN RESOURCES AND STAFF DEVELOPMENT**

The major strength of CRS is its work force, and the Service is committed to developing its staff to its fullest potential. Throughout FY1998 CRS continued to recruit, select, and employ the best qualified personnel, increase the diversity of its staff, fill key senior level management positions, provide training and staff development opportunities for all employees, and acknowledge superior staff performance.

### **RECRUITMENT**

In an effort to strengthen its corps of senior level managers, CRS filled several senior-level management positions. The hiring processes for coordinator of review, assistant chief of the American Law Division, and assistant chief of the Library Services Division were completed. The position of assistant chief of the Congressional Reference Division was posted, and by the end of the fiscal year this position was close to being filled.

For the first time since 1992, CRS filled positions under the Graduate Recruit Program, which is designed to recruit the nation's top graduate students (particularly minorities and women) for career opportunities in the fields of law and government; social and economic policy; foreign and international security policy; and science, technology, and natural resources. This fiscal year's program also sought applicants with a background in the field of library science. The Graduate Recruit Program was widely publicized through outreach to public policy schools having high concentrations of minority students; participation at minority job fairs and career conferences; and communications with colleges and universities with diverse student populations. More than 200 qualified applicants competed for twelve temporary positions during the summer of 1998, with the expectations of permanent placement upon completion of their graduate degrees later in 1998 and 1999. Of the 12 people selected for the program, 5 (42 percent) were women and 4 (33 percent) were minority candidates.

In accordance with the CRS affirmative action recruitment plan's goal of providing upward mobility and increasing representation of minorities and women in professional positions, the Service filled one mid-level policy analyst position that was limited to CRS applicants. CRS also filled two entry-level technical support positions under the Career Opportunity Program, a program designed to offer on-the-job training and upward mobility. The Service participated in the Library's Affirmative Action Intern Program and selected three candidates to train for the position of technical support assistant. CRS filled two permanent legislative attorney positions under the American Law Division's Law Recruit Program, a program aimed at recruiting third-year law students (particularly minorities and women) interested in working in the field of public law. Of the two selected, one was a minority. Two policy analyst positions were filled under the Presidential Management Intern (PMI) Program, a government-wide program aimed at recruiting high-quality students who are completing their graduate programs and are interested in careers in government. Both selectees for the PMI program were women; one was a minority. CRS also filled 37 permanent positions and 2 indefinite positions using the Library's merit selection process. It also hired 123 temporary staff: 85 (69 percent) were women and 67 (54 percent) were minority candidates.



In FY1998 CRS brought in 79 people to participate in gratuitous services programs. These programs provided students and others with the opportunity to learn the disciplines and gain the professional experience of assisting CRS in its mission of providing research and information to the Congress. As in the past, CRS was successful in its efforts in seeking diversity among these gratuitous services participants: 43 (54 percent) were women and 24 (30 percent) were minorities.

## **STAFF TRAINING**

CRS supports and encourages the training and career development needs of its employees in order to improve performance and maintain state-of-the-art technical skills and professional expertise. During FY1998 CRS employees completed a total of 1,286 training classes. This training included university courses, in-house training (both CRS and Library-sponsored courses), seminars, and conferences. The majority of training was in automation and other technical-related skills. In addition, a significant number of analysts received training in their special areas of expertise in order to remain current in their fields and to continue providing the Congress with superior quality service. Other staff members received training in oral and written communication skills, supervisory responsibilities, administrative functions, and other work-related subjects.

## **STAFF RECOGNITION**

It is CRS policy to acknowledge its employees' superior performance in the achievement of individual and organization program goals. An effective recognition program contributes to maximum staff performance and satisfaction. In FY1998 CRS presented 84 awards to employees in recognition of their exceptional contributions during the year. This consisted of 77 Special Achievement Awards, 5 Meritorious Service Awards, 1 Distinguished Service Award, and 1 Superior Service Award. In addition, 86 employees received Outstanding Performance Ratings for their exemplary work and 59 received Quality Step Increases. These totals are a decrease from previous fiscal years because during FY1998 CRS instituted a new system for allocating awards based on the legislative calendar. Because of this change, much of the work performed during FY1998 will be recognized in calendar year 1999 and reflected in FY1999.

### **C. TYPES OF CRS SUPPORT TO THE CONGRESS: RESEARCH SERVICES AND PRODUCTS**

Throughout FY1998 CRS supported the Congress with analysis, research, and information, presented in the formats described below.

#### **CONGRESSIONALLY DISTRIBUTED PRODUCTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES**

*Reports for Congress:* Reports for Congress, analyses or studies on specific issues of congressional interest, are often prepared in response to numerous congressional inquiries. Reports may take many forms: policy analysis, economic studies, statistical reviews, legal analyses, historical studies, chronologies, bibliographies, and two-page fact sheets. The basic requirements of these and other CRS written products are accuracy, balance, and utility. CRS analysts define and explain technical terms and concepts, frame the issues in understandable and relevant context, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page. CRS reports are distributed upon request throughout the congressional community; some are published by committees to ensure broader distribution. Like other congressionally distributed products, reports are made available to the public only by Members and committees, not by CRS itself. Reports are updated as subsequent events occur for topics that are of ongoing interest to the Congress and withdrawn when they are no longer accurate or useful. Reports are available both in printed form and on the CRS Web site. In FY1998 CRS produced 987 new report titles; 5,732 active reports (titles) were available at the end of the fiscal year.

All short reports — those of six pages or less — can be obtained by fax, through the CRS Fax-on-Demand system. A sampling of the most popular short and long reports can also be obtained electronically through the CRS Web site or the Fax-on-Demand system. (see the heading “Electronically Accessible Products and Services” below). Additional reports, long and short, are added to the CRS Web site periodically, especially those covering issues on the legislative agenda.

*Issue Briefs:* Issue briefs, a unique CRS product, are concise briefing papers (15 pages maximum) on issues considered to be of major importance to the Congress. Briefs are available both in printed form and digitally on the CRS Web site. They are updated as events unfold; the date on the cover of each issue brief is the CRS confirmation that the information contained therein is current as of the posted date. Briefs provide background information, contain the most recent developments, and analyze options for legislative issues. They frequently describe introduced bills and show the status of current legislation. In many issue briefs a chronology of key events is provided and a short bibliography of further reference listed. Briefs also contain a one-page summary of the issue. Emphasis is on timeliness and useful brevity. While analytical conclusions on an issue may be drawn, issue briefs, like other CRS products, do not make legislative policy recommendations. There were 49 new issue briefs initiated in FY1998; 203 active issue briefs were available at the end of the fiscal year.

*Info Packs:* Info packs are selected collections of background information and analysis composed of CRS reports and issue briefs, selected articles, and bibliographies designed to enable congressional staff to answer constituent requests conveniently and well or provide general background on an issue. Info packs are available in printed form. Fourteen new info packs were developed during FY1998, and 114 info pack titles were available at the end of the fiscal year.

*Congressional Distribution Memoranda:* These memoranda are prepared when the interest of a relatively small number of congressional readers (generally fewer than 50) is anticipated and when the transiency of the issue and the product makes its inclusion as an advertised CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as an issue brief or a CRS report, as appropriate.

*Other CRS Products:* Guide to CRS Products, Update, and CRS Weekly Update present listings of available CRS products as well as seminars and workshops. They are sent to all Members and committees on a regular basis (quarterly, monthly, and weekly, respectively).

## **ELECTRONICALLY ACCESSIBLE PRODUCTS AND SERVICES**

*CRS Web Site (<http://www.loc.gov/crs>):* The CRS Web site provides 24-hour access to an array of CRS services including full text of issue briefs and reports, a weekly "Legislative Alert," updates and analyses of the annual appropriations legislation, an interactive guide to the legislative process, online registration for CRS seminars, and complete information on other CRS services. The CRS Web site also offers links to a selection of other Internet sites providing public policy, legislative, legal, and quick reference information. In operation since the 104th Congress, the CRS Web site is accessible only to House and Senate offices and other legislative branch agencies. During FY1998 a number of improvements were made: the Service added Electronic Briefing Books, bill summary and status information, extensive coverage of all appropriations legislation, weekly alerts to CRS products related to floor action, and public policy literature abstracts. A linked format allows the user to move easily within the online document, link to the text and summary of relevant legislation, and link to other CRS products on the topic as well as to sources of information outside CRS.

*Legislative Information System (<http://www.congress.gov>):* At the beginning of the 105th Congress a new Legislative Information System (LIS) was available for the first time on the Capnet component of Internet. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. The LIS is being developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Oversight. It is a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; House Information Resources, the Senate Computer Center, and the Senate Office of Telecommunications; the Government Printing Office; the General Accounting Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of development of the retrieval system; the Library of Congress is responsible for its technical development and operation. In FY 1998 the Service developed links from CRS products and services



listed on LIS to relevant congressional documents and began to develop more efficient linkages and sharing of legislative information among the three branches of government as well as with nongovernmental sources.

*Legislative Alert:* The Legislative Alert, a weekly compendium of CRS products relevant to scheduled or expected floor action, is available by fax and e-mail subscription to all Members, committees, and subcommittees. Full text of all CRS products listed on the Alert is accessible electronically on the CRS Web site.

*Optical Disk:* Congressional staff can use special optical disk work stations located in CRS reading rooms and reference centers to identify, view, and print the full text of CRS products and articles from the Public Policy Literature file (PPLT).

*Fax-on-Demand:* The CRS Fax-on-Demand system enables congressional and committee offices on Capitol Hill to have selected CRS products faxed directly to them. The system contains full text of all active short CRS reports (those with six or fewer pages) written since January 1993, the weekly update, and invitations to seminars.

*SCORPIO:* CRS and the Library of Congress maintain a computer-based information retrieval system called SCORPIO. It can be searched by congressional staff from terminals located in CRS reading rooms and reference centers, in the Library of Congress, and in most congressional offices. The system is comprised of data bases containing information on legislation, public policy literature, CRS products, bill digests, public opinion polls, books, serials, maps, and other materials available in the Library. Staff can search SCORPIO data bases through an easy-to-use touch screen interface, known as ACCESS, in CRS reading rooms and reference centers.

## TAILORED RESPONSES TO QUESTIONS

CRS responds to individual questions with custom-tailored service. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by requesting Members, committees, and staff.

*Confidential Memoranda:* Confidential memoranda are prepared to meet a specific congressional request, and are often designed to meet the needs of the congressional reader with a high level of expertise in a given topic. Custom memoranda are prepared for the use of the congressional requester and none are distributed further unless permission has been given by the requester. The memorandum format is often used by CRS attorneys, for example, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. CRS will also prepare "directed writing" that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

*Individual Staff Briefings:* Individual staff briefings constitute another form of tailored response to congressional inquiries. CRS provides in-person briefings to Members and committees

on specific policy issues. These briefings might, for example, focus on bills in formulation, international concerns, the legislative process, congressional office operations, committee matters, or general orientation to CRS and the Library of Congress.

*Congressional Delegation Briefing Books:* Briefing books are paper products frequently prepared for use by congressional delegations traveling abroad and are collections of materials that support specific purposes of the trip. They contain a variety of materials, including maps, selected products, such as CRS reports, and brief tailored written work, which can contain background and current issues in U.S. relations with specific countries on the trip, as well as questions Members might fruitfully ask when meeting with government and other officials.

*Telephone Responses:* Telephone responses to inquiries are a vital element in the CRS information exchange with the Congress. CRS specialists and analysts are directly accessible by phone; on a given day analysts will respond to numerous calls and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

## **GENERAL SEMINARS AND BRIEFINGS**

In February 1998 CRS sponsored its twentieth Public Policy Issues Institute (PPI). This three-day program provided comprehensive reviews of major issue areas expected to be legislatively active during the upcoming session of the Congress. The PPI seminars were attended by 726 congressional staff.

The semiannual series of briefings by CRS attorneys on current legal issues of interest to the Congress, the "Federal Law Update" series was presented in March and September.

Other highlights of the year were the well-attended one-day legislative process institutes and advanced legislative process institute series. These programs culminated in the 1998 Graduate Institute, held at the Virginia State Capitol in Richmond on August 10-14, 1998. At this institute congressional staff enhanced their knowledge of the legislative process through intensive, week-long participation as Members of "The CRS Congress."

Throughout the year CRS conducted seminars for Members and staff on timely policy issues. These seminars featured a combination of CRS and outside experts to explore various facets of an issue. Highlights of the year included public policy seminars on terrorism, the year 2000, the tobacco settlement, drug control and certification issues, the 1999 budget, Russian conventional and nuclear forces, surface transportation reauthorization, U.S.-South Africa relations, ocean resources, social dimensions of U.S. trade policies, India's nuclear testing, and Northern Ireland's peace settlement.

In FY1998 CRS held 162 seminars on public policy and the budget process and 13 one-day and advanced institutes on congressional processes. Member and staff attendance at these events was 6,882.

CRS held 49 briefings for new congressional staff and 132 briefings on the Service and its functions for congressional interns. The briefings were given to 263 new professional staff and 3,997 interns.

## LEGISLATIVE SUMMARIES, DIGESTS, AND COMPILATIONS

CRS has statutory responsibility for the preparation of nonpartisan summaries of all introduced bills and resolutions. CRS produces an online, daily updated legislative database of bill status and summary information available to the Congress on the CRS Web site and the LIS.

Information prepared by CRS includes summaries, status, *Congressional Record* page references, titles, and subject indexing terms for all bills and resolutions as introduced and amended for each Congress from the current session back to the 93<sup>rd</sup> Congress (1973-1998). Selected information is identified as "Major Legislation," with quick access to measures receiving congressional attention. Links provide additional sources of information.

## OTHER SERVICES

*Audiovisual Products and Services:* The CRS Audio-Visual Section undertakes a broad range of projects in support of services to the Congress. During FY1998 the Section prepared a combined total of 40 new video and audio tapes; 95 titles were available throughout the year. The Service distributed 263 copies of the section's video programs and 174 copies of its audio programs. Audio and video tapes on policy and legislative issues treated in seminars are available through the CRS Product Distribution Center.

CRS also provides two hours of television programming each weekday on channel 6 of the House and channel 5 of the Senate closed-circuit cable systems. April 1998 marked the sixteenth year that CRS provided daily video programming over the congressional cable systems.

*Language Support:* The Language Services staff in the Foreign Affairs Division offers language support to the Congress through translations of technical documents, newsletters, speeches, and other materials. In-house staff offers assistance with Dutch, French, German, Greek, Italian, Latin, and Portuguese. For languages not covered in-house, special arrangements can be made for translations. Staff also assist with protocol in foreign languages, overseas telephone calls, research, and other linguistic services.

*Economic Statistics: StatsLine:* The CRS StatsLine provides a recorded message, updated weekly, on selected economic indicators: the consumer price index, the federal deficit, gross national product, housing starts, the prime rate, public debt, unemployment, and the U.S. merchandise trade balance. CRS has begun to develop guides to Internet sites that will provide more focused, detailed, and timely information on these topics.



## **D. CRS ORGANIZATIONAL STRUCTURE**

CRS has established an organizational structure that facilitates flexibility, responsiveness, and interdisciplinary cooperation. A high value is placed on direct interaction between CRS staff and congressional clients. The Director is assisted in the management of the Service by the Deputy Director, an Associate Director for Finance and Administration, an Associate Director for Policy Compliance, and an Associate Director for Research. These officials, together with the chiefs of the nine research and information divisions, comprise the Service's Research Policy Council.

### **RESEARCH DIVISIONS**

Each research division has a small core of managers, most of whom also participate in the research process. The research divisions are staffed by senior specialists (a corps of nationally recognized experts in their fields) and other specialists and analysts, research assistants, and support personnel. The divisions within CRS are organized by policy fields and by function.

#### **American Law Division**

The American Law Division provides legal analysis and information on questions that emerge in the context of the work of the Congress. Division attorneys and paralegals support the Congress in such areas as constitutional law; legal questions relating to tax; international law; congressional ethics; civil rights; environmental law; antitrust; criminal law; parliamentary law; administrative law; and the rights, privileges, and immunities of Members and communities. The division also prepares *The Constitution of the United States of America, Analysis and Interpretation* (also known as "Constitution Annotated"), reports on the work of the Supreme Court, and prepares twice yearly the Federal Law Update series of presentations on current legal issues of interest to Members and staff.

#### **Economics Division**

The Economics Division assists the Congress with national and international economic issues, problems, and legislation. Economic topics are addressed within the broad areas of business, industries, transportation, labor, housing, tax policy, government finance, national and personal income, macroeconomics, international trade and finance, government finance, housing and macroeconomics.

#### **Education and Public Welfare Division**

The Education and Public Welfare Division is responsible for most CRS social policy and program research and analysis for the Congress. Division analysts work closely with committees and Members, at every stage of the legislative process, supporting the development, consideration, and enactment of legislation. The division's work is focused on education; immigration; health care access, quality, and financing; social security issues and reform; welfare programs and reform; private and public pensions; job training; unemployment compensation and dislocated worker assistance;

veterans programs; programs for children and youth; and special programs for the handicapped and the aged.

### **Environment and Natural Resources Policy Division**

The Environment and Natural Resources Policy Division provides support in four interrelated areas: environmental protection, oceans and natural resources management, agricultural policy, and energy policy. In each area division analysts provide expertise on specific programs, statutes, and legislative proposals and on their broader domestic and international implications. Support encompasses new issues, periodic reauthorizations of statutes such as the Farm Bill and pollution control laws, and responses to crises such as oil price shocks, drought, or toxic spills.

### **Foreign Affairs and National Defense Division**

The Foreign Affairs and National Defense Division provides products and requested services on a broad range of U.S. foreign and defense policy concerns and their interrelationships; on specific subjects, such as weapon systems, defense spending, and U.S.-foreign country political, economic, and security relations; as well as on issues such as arms control, arms sales, and foreign economic and military assistance. Division responsibilities also include the foreign and defense policy aspects of drug control, the environment, terrorism, nuclear and conventional weapons proliferation, trade, and other global policy issues.

### **Government Division**

The Government Division generally provides the Congress with expertise on how government works as opposed to expertise in specific federal programs or issues. This expertise covers the organization, operations, and procedures of the Congress and the executive branch; the appointment of federal judges; the federal-state-local relationship; and elections. However, a number of analysts in the division also serve the Congress with expertise in key national programs, including community and regional economic development, minority and Native American programs, civil rights, disaster response, crime, and criminal justice.

### **Science Policy Research Division**

The Science Policy Research Division assists the Congress in the following policy areas: biomedical research and applications, public and environmental health, telecommunications and computers, civilian and defense advanced technologies, space, energy, transportation, global change, science policy, technology policy, and international science and technology. Division responsibilities center on analyses of the implications of scientific, technological, and medical policies and applications for these topics, as well as the roles of science, technology, and medicine in the consideration of legislation on major public policy issues generally.

## **REFERENCE AND INFORMATION DIVISIONS**

Two CRS divisions provide reference and information services such as quick facts (rapid response by telephone), consultative services and information research, assistance with accessing electronic data files, summaries of current legislative issues, lists of CRS products and articles on current topics, books and other materials borrowed from the Library's collections, copies of specific items (journal and newspaper articles, scientific and technical reports, legal and government documents), and bibliographic services, including searches for CRS products and other public policy literature.

### **Congressional Reference Division**

The Congressional Reference Division responds to requests from the Congress that call for information research and reference assistance in support of oversight activities, hearings, legislation, and representational duties. Staff use written products, standard reference works, automated research tools, and a variety of collections both in the Library and elsewhere to locate information on issues, people, organizations, events, and public policy issues. Information is prepared in a variety of formats, including written reports, tailored packets of information, and electronic files easily accessible through the CRS Web site. The staff in the reading rooms and reference centers provides telephone reference service and in-person consultation on resources available for research projects.

### **Library Services Division**

The Library Services Division provides access to public policy literature through the preparation of catalogs of CRS products, online databases and a legislative indexing vocabulary. Staff responds to congressional requests for reading lists and provides document delivery services for published literature and CRS reports. They perform information support functions for CRS, including the acquisition of books, serials, and government documents; reference service; and collections management.

## **OTHER OFFICES**

The Office of the Associate Director for Finance and Administration maintains oversight over the financial and administrative activities and programs of the Service provided through the Administrative Office; exercises full responsibility for planning and directing the fiscal operations of the Service, including the development of budget estimates, the preparation of justifications of estimates, and the execution of fiscal plans; represents the Director in handling issues involving the Service's status, role, activities, and interaction with other Library departments in relevant areas of management; administers the external contracting function; and manages resources for the Service.

The Office of the Associate Director for Policy Compliance, through the Office of Review and the Office of Policy Implementation, plans, develops, and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; ensures that the Service complies with applicable guidelines and directives contained in the Reorganization

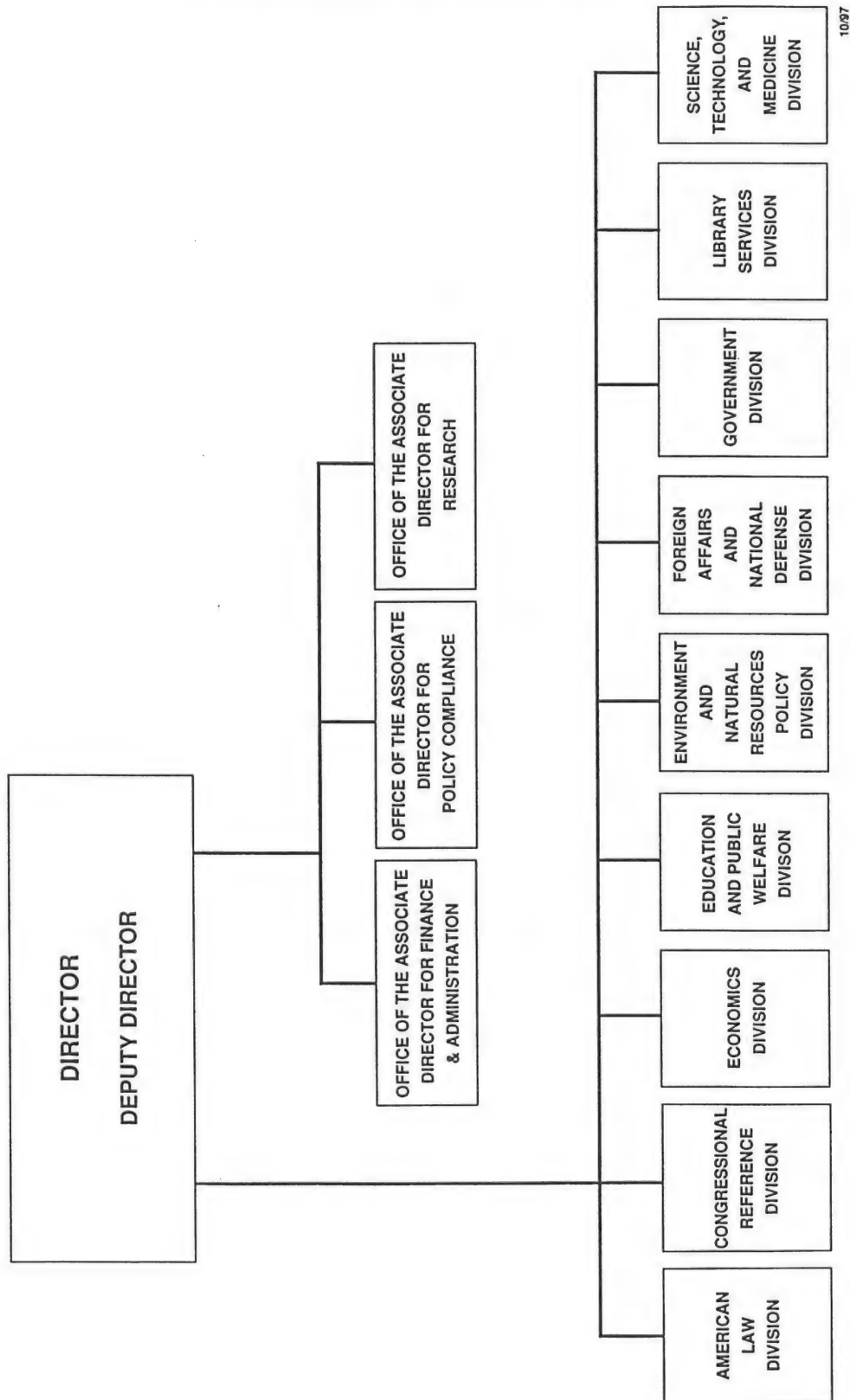


Act, both in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements; and manages the senior level performance system within CRS.

The Office of the Associate Director for Research is responsible for evaluation of the research, analysis, and information programs of the Service, especially as they support the legislative activities of the Congress; coordination of research activities Service-wide to ensure integration of the full capacities of the various organizational entities in support of Congress; professional development to augment the knowledge and skills of the staff; introduction, application, and support of appropriate research technology through a Research Technology Office; coordination and management of the external relations of the Service; liaison with other legislative branch support agencies; and oversight of the inquiry receipt and assignment process.

## E. CRS ORGANIZATION CHART

## CONGRESSIONAL RESEARCH SERVICE



10/97

**F. LISTING OF ALL SENIOR LEVEL POSITIONS BY TITLE, GRADE LEVEL,  
BUDGET NUMBER AND INCUMBENT AT THE BEGINNING AND END OF FY98**

As of October 1, 1997			As of September 30, 1998		
Position	Grade	Incumbent	Position	Grade	Incumbent
Director, Congressional Research Service	Statutory Rate	Daniel P. Mulhollan	Same	Same	Same
Deputy Director CRS	SL	Angela Maria G. Evans	Same	Same	Same
Associate Director for Finance and Administration and Senior Specialist in Social and Information Sciences	SL	Susan C. Finsen	Same	Same	Same
Associate Director for Policy Compliance and Senior Specialist in Social and Information Sciences	SL	Hugh L. Elsbree, Jr.	Same	Same	Same
Associate Director for Research and Senior Specialist in American Public Law	SL	Kent M. Ronhovde	Same	Same	Same
Chief, American Law Division and Senior Specialist in American Public Law	SL	Richard C. Ehlke	Same	Same	Same
Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences	SL	Lynne K. McCay	Same	Same	Same
Chief, Economics Division and Senior Specialist in Economic Policy	SL	Donald W. Kiefer	Same	Same	Same
Chief, Education and Public Welfare Division and Senior Specialist in Social Legislation	SL	P. Royal Shipp	Same	Same	Same
Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy	SL	John L. Moore	Same	Same	Same
Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Policy	SL	Charlotte P. Preece	Same	Same	Same



As of October 1, 1997			As of September 30, 1998		
Position	Grade	Incumbent	Position	Grade	Incumbent
Chief, Government Division and Senior Specialist in American National Government	SL	Michael L. Koempel	Same	Same	Same
Chief, Library Services Division and Senior Specialist in Social and Information Sciences	SL	Stephanie Williams	Same	Same	Same
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	SL	Eric Alfred Fischer	Chief, Science, Technology and Medicine Division and Senior Specialist in Science and Technology <sup>1</sup>	Same	Same
Senior Specialist in US Foreign Policy	SL	Vacant	Same	Same	Same
Senior Specialist in Social Legislation	SL	Vacant	Same	Same	Same
Senior Specialist in Environmental Policy	SL	Vacant	Same	Same	Same
Senior Specialist in Economic Policy (Transportation)	SL	Vacant	Same	Same	Same
Senior Specialist in American Public Law (International)	SL	Vacant	Same	Same	Same
Senior Specialist in American Public Law	SL	Charles Doyle	Same	Same	Same
Senior Specialist in Taxation and Fiscal Policy	SL	Harry G. Gourevitch <sup>2</sup>	Same	Same	Vacant
Senior Specialist in American Public Law	SL	Johnny H. Killian	Same	Same	Same
Senior Specialist in American Public Law	SL	Dorothy M. Schrader	Same	Same	Same
Senior Specialist in Library and Information Sciences	SL	Nancy A. Davenport <sup>3</sup>	Same	Same	Vacant
Senior Specialist in Economic Policy	SL	William A. Cox	Same	Same	Same

<sup>1</sup>Title change as a result of the re-naming of the Division, 10/01/97.

<sup>2</sup>Harry G. Gourevitch retired 01/02/98.

<sup>3</sup>Nancy A. Davenport transferred to Library Services 12/20/97.

As of October 1, 1997			As of September 30, 1998		
Position	Grade	Incumbent	Position	Grade	Incumbent
Senior Specialist in Economic Policy	SL	Jane G. Gravelle	Same	Same	Same
Senior Specialist in Post-Soviet Economics	SL	John P. Hardt	Same	Same	Same
Senior Specialist in Social Legislation	SL	Ruth Ann Stewart <sup>4</sup>	Same	Same	Vacant
Senior Specialist in Social Legislation	SL	Vacant	Same	Same	Same
Senior Specialist in Social Legislation	SL	William H. Robinson	Same	Same	Same
Senior Specialist in Agricultural Policy	SL	Charles E. Hanrahan	Same	Same	Same
Senior Specialist in National Defense	SL	Vacant	Same	Same	Same
Senior Specialist in International Affairs–National Security	SL	Stanley R. Sloan	Same	Same	Same
Senior Specialist in International Relations	SL	Robert G. Sutter	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Stanley Ira Bach	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	William W. Ellis	Same	Same	Same
Senior Specialist in American National Government–Separation of Powers	SL	Louis Fisher	Same	Same	Same
Senior Specialist in American National Government and Public Administration	SL	Walter J. Oleszek	Same	Same	Same
Senior Specialist in Science and Technology Policy	SL	Richard E. Rowberg	Same	Same	Same
Coordinator of Review and Specialist in Social and Information Sciences	SL	Vacant	Same	Same	Joan M. Davenport <sup>5</sup>
Coordinator for Policy Implementation and Specialist in American Public Law	SL	Douglas A. Warshof	Same	Same	Same

<sup>4</sup>Ruth Ann Stewart retired 06/24/98.

<sup>5</sup>Joan M. Davenport promoted to this position 02/15/98.

As of October 1, 1997			As of September 30, 1998		
Position	Grade	Incumbent	Position	Grade	Incumbent
Assistant Chief, American Law Division and Specialist in American Public Law	SL	Vacant <sup>6</sup>	Same	Same	Same
Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences	SL	Vacant <sup>7</sup>	Same	Same	Same
Assistant Chief, Economics Division and Specialist in Economics	SL	Roger S. White	Same	Same	Same
Assistant Chief, Education and Public Welfare Division and Specialist in Social Legislation	SL	Vacant <sup>8</sup>	Same	Same	Same
Assistant Chief, Environment and Natural Resources Policy Division and Specialist in Environmental Policy	SL	John E. Blodgett	Same	Same	Same
Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy	SL	Vacant <sup>9</sup>	Same	Same	Same
Assistant Chief, Government Division and Specialist in American National Government	SL	Vacant <sup>10</sup>	Same	Same	Same
Assistant Chief, Library Services Division and Specialist in Social and Information Services	SL	Vacant	Same	Same	Martha Miller Dexter <sup>11</sup>
Specialist in Information Technology	SL	Vacant	Same	Same	Same
Specialist in American Public Law	SL	Morton Rosenberg	Same	Same	Same

<sup>6</sup>Nancy L. Jones was temporarily promoted to this position 10/26/97 to 02/22/98. Ellen Lazarus was temporarily promoted to this position 03/01/98 to 06/29/98. She was promoted to this position on 08/16/98.

<sup>7</sup>Donna Scheeder was detailed to this position 10/20/97 nte 10/14/98.

<sup>8</sup>Sharon House detailed to this position 07/07/96 nte 10/23/98.

<sup>9</sup>Leneice Wu detailed to this position from 03/20/94 nte 10/29/98.

<sup>10</sup>Clay Wellborn detailed to this position 09/29/97 to 09/23/98.

<sup>11</sup>Martha Miller Dexter appointed to this position 01/18/98.



As of October 1, 1997			As of September 30, 1998		
Position	Grade	Incumbent	Position	Grade	Incumbent
Specialist in American Public Law	SL	Vacant	Same	Same	Same
Specialist in American Public Law	SL	Paul S. Wallace	Same	Same	Same
Specialist in American Public Law	SL	Vacant	Same	Same	Same
Specialist in Economic Policy	SL	Vacant	Senior Specialist in Economic Policy <sup>12</sup>	Same	Same
Specialist in Economic Policy	SL	F. Jean Wells	Same	Same	Same
Specialist in Economic Policy	SL	Gail E. Makinen	Same	Same	Same
Coordinator of Division Research and Specialist in Economic Policy	SL	Walter Eubanks	Same	Same	Same
Specialist in Industry and Trade	SL	Dick K. Nanto	Same	Same	Same
Specialist in Economic Policy (Business)	SL	Vacant	Same	Same	Same
Coordinator of Division Research and Specialist in Social Legislation	SL	Sharon L. House <sup>13</sup>	Same	Same	Same
Specialist in Health Policy	SL	Janet C. Kline <sup>14</sup>	Same	Same	Same
Specialist in Social Legislation	SL	Karen Spar	Same	Same	Same
Specialist in Income Maintenance	SL	Vacant	Same	Same	Same
Specialist in Education Finance	SL	Vacant	Same	Same	Same
Specialist in Immigration Policy	SL	Joyce C. Violet	Same	Same	Same
Specialist in Education Finance	SL	Wayne C. Riddle	Same	Same	Same
Specialist in Social Legislation	SL	David S. Koitz	Same	Same	Same
Specialist in Income Maintenance	SL	Velma W. Burke	Same	Same	Same

<sup>12</sup>Position converted 09/02/98.

<sup>13</sup>Detailed to Acting Assistant Chief, Education and Public Welfare Division 01/07/96 nte 10/23/98.

<sup>14</sup>Detailed to the Office of the Director 07/21/97 nte 11/12/98.

As of October 1, 1997			As of September 30, 1998		
Position	Grade	Incumbent	Position	Grade	Incumbent
Specialist in Environmental Policy	SL	Vacant	Same	Same	Same
Specialist in Resources and Environmental Policy	SL	Claudia Copeland	Same	Same	Same
Specialist in Environmental Policy	SL	James E. McCarthy	Same	Same	Same
Specialist in US Foreign Policy	SL	Vacant	Same	Same	Same
Specialist in Foreign Affairs and National Defense	SL	Richard P. Cronin	Same	Same	Same
Specialist in National Defense	SL	Vacant	Same	Same	Same
Coordinator of Division Research and Specialist in National Security	SL	Leneice N. Wu <sup>15</sup>	Same	Same	Same
Specialist in American National Government and Public Administration	SL	Ronald C. Moe	Same	Same	Same
Specialist in American National Government	SL	Robert A. Keith	Same	Same	Same
Specialist in American National Government	SL	Judith Schneider	Same	Same	Same
Coordinator of Division Research and Specialist in American National Government	SL	Clay H. Wellborn <sup>16</sup>	Same	Same	Same
Specialist in Science and Technology Policy	SL	Genevieve J. Knezo	Same	Same	Same
Specialist in Information Technology Policy	SL	Jane Bortnick Griffith	Same	Same	Same
Specialist in Life Sciences	SL	Vacant	Same	Same	Same
Specialist in Earth Sciences	SL	Vacant	Same	Same	Same
Specialist in Aerospace and Telecommunications	SL	Marcia S. Smith	Same	Same	Same

<sup>15</sup>Detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division 03/20/94 nte 10/29/98.

<sup>16</sup>Detailed to Acting Assistant Chief, Government Division 09/29/97 to 09/23/98.

**G. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST  
PERSONNEL ACTIONS IN FY 98**

**Joan M. Davenport** was promoted to Coordinator of Review and Specialist in Social and Information Sciences on 02/15/98.

**Nancy A. Davenport** transferred to Library Services 12/20/97.

**Martha Miller Dexter** was appointed to Assistant Chief, Library Services Division and Specialist in Social and Information Sciences on 01/18/98.

**Harry G. Gourevitch** retired 01/02/98.

**Sharon House** was detailed to Assistant Chief, Education and Public Welfare Division and Specialist in Social Legislation from 07/07/96 nte 10/23/98.

**Nancy L. Jones** was temporarily promoted to Assistant Chief, American Law Division and Specialist in American Public Law from 10/26/97 to 02/22/98.

**Janet C. Kline** was detailed to the Office of the Director 07/21/97 nte 11/12/98.

**Ellen Lazarus** was temporarily promoted to Assistant Chief, American Law Division and Specialist in American Public Law from 03/01/98 to 06/29/98. She was promoted to this position on 08/16/98.

**Donna Scheeder** was detailed to Assistant Chief, Congressional Reference Division from 10/20/97 nte 10/14/98.

**Ruth Ann Stewart** retired 06/24/98.

**Clay Wellborn** was detailed to Assistant Chief, Government Division from 09/27/97 to 09/23/98.

**Leneice Wu** was detailed to Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy from 03/20/94 nte 10/29/98.



**H. LISTING OF ALL SENIOR LEVEL POSITION CHANGES IN FY1998**

<b>As of October 1, 1997</b>	<b>Grade</b>	<b>As of September 30, 1998</b>	<b>Grade</b>
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	SL	Chief, Science, Technology and Medicine Division and Senior Specialist in Science and Technology	SL
Specialist in Economic Policy	SL	Senior Specialist in Economic Policy	SL

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This bibliography lists CRS reports to Congress, issue briefs, info packs, audio briefs and video programs first issued or updated during FY98. Issue briefs and info packs updated and available during FY98 but released in earlier years are not included in this listing. The list is arranged first by the four areas of expertise in which the Congressional Research Service provides legislative support to Congress. These areas are: Social and Economic Policy; Law and Government; Foreign Affairs and Defense Policy; and Science, Technology, and Natural Resources. The list is then arranged by the same alphabetical subject headings used in the CRS Update and the Guide to CRS Products within these four areas. The CRS Products File in the SCORPIO system should be consulted to see the complete list of current and available CRS products.

Congressional users may obtain copies of the listed CRS products by calling CRS at 7-7132 and requesting items by the title and the product number (e.g., 98-343 A, IB98006, AB50344, VT98-1305, or IP521B). Video programs, which have a VT product code, are available on loan; the program time is provided after the citation.

This is a list of CRS products available for general distribution to congressional offices. It does not include the many CRS products prepared at the specific request of individual Members of Congress, which are not disseminated further without the permission of the requesting office.

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